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ABSTRACT

In 1981-82, the Washington State Education Agency and the Teacher Corps project at Western Washington University (Bellingham) conducted a series of five drive-in conferences to promote collaborative efforts in staff development. The main feature of the Teacher Corps project was a teacher-designed inservice program, while the Washington State Education Agency had completed studies on inservice teacher education, a plan for coordinating these activities, and a design for a state system of coordinating staff development. The introduction to this report on the drive-in conferences describes the activities of both parties prior to the conference. Section 2 outlines the planning procedures for the conference--establishing assumptions, goals, format, and program. Conference outcomes from the perspectives of both the state agency and the Teacher Corps project are delineated in the third section. Reflections of the outcomes of the conference by state agency and Teacher Corps staffs are presented in section 4. In the fifth section, major lessons learned from the conference about collaboration, coordination, and organizational change are listed and discussed. The sixth section is a summary of the conferences' outcomes. Appendices contain a sample of the program agenda; an abstract of the Washington State System for Coordination of Staff Development; a table of conference panelists; a chart of the organization of the Teacher Corps inservice model; and a list of the purposes of the state coordination system. (JD)

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STATE WIDE COORDINATION FOR STAFF DEVELOPMENT

An Evaluation of

A Series of Drive-in Conferences
for Washington State Educators

Sponsored by the

Office of the State Superintendent of Public Instruction

and the

Western Washington University/Arlington School District
Teacher Corps Project

1981-82

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Table of Contents

I. Introduction.....1

II. Planning for the Conferences.....3

Assumptions.....3

Specific Goals.....5

Conference Program Format.....6

Conference Program.....7

III. Conference Outcomes.....8

From the State Agency Perspective.....8

From the Teacher Corps Perspective....10

IV. Reflections.....14

By the State Staff.....14

By the Teacher Corps Staff.....15

V. Lessons to be Learned.....18

Collaboration.....18

Coordination.....18

Coordination and Change.....20

VI. Summary.....21

Appendices.....23

A. Sample of Program Agenda.....23

B. Abstract: The Washington State System for Coordination of Staff Development.....25

C. Table of Conference Panelists.....29

D. Teacher Designed Inservice Education at Arlington.....33

E. Revised State System for Coordination of Staff Development.....35

I. Introduction

In 1981-82, the State Education Agency (Office of the State Superintendent of Public Instruction, SPI) in Washington State and the Teacher Corps project at Western Washington University in Bellingham conducted a series of five drive-in conferences to promote collaborative efforts in staff development. This report describes those efforts.

Purposes

The two parties planned the meetings so that participants would hear and discuss:

- new developments in school staff development and
- a proposal for a state-coordinated system of staff development projects.

Some schools, Educational Service Districts, professional associations, and colleges had initiated effective staff development programs which needed to be publicized and more broadly understood. Five drive-in conferences funded primarily by the Teacher Corps project seemed the most cost-effective method for promoting collaborative staff development in the state.

Background

In fall 1981, the Western Teacher Corps project completed the planning year and the two operational years of its demonstration project at Arlington School District. The main feature of the project was a teacher-designed inservice program. The Western project had also participated in a state network of federal projects concerned with staff development. Under the terms of the Teacher Corps grant to the WWU project, the remaining period of the grant was to address dissemination of information about and institutionalization of successful practices.

During the same period, the State Education Agency (SEA) had completed three studies: (1) a study of inservice education in the state, (2) a plan for coordinating staff development activities within the agency itself, and (3) a design for a state system for coordinating staff development.

The first two studies resulted in definitions of "coordination" and "staff development":

> Coordination: A process which facilitates cooperation and communication among individuals and organizations for purposes of eliminating duplication of efforts; encouraging cost effectiveness and efficiency in use of resources; identifying objectives which are of mutual interest and proceeding in a complementary manner to achieve such objectives. This process shall include collecting, reporting and disseminating information. Coordination shall not mean control.
>
> Staff Development: All educational activities, including credit-bearing coursework, undertaken subsequent to one's first initial certificate for the purposes of increasing one's ability to perform assigned duties, excluding certificate and degree work.

The state office then contracted for conduct of the coordination design study. A dozen innovative programs were discovered, all characterized by cooperation among different kinds of agencies (e.g. two or more school districts, a university and one or more districts, an Educational Service District and several local districts, a teachers' organization and a school district, etc.) It was proposed that the state's role would be to organize and then coordinate a statewide system of cooperative staff development projects, or "compacts".

The goals of the SEA and the Western Teacher Corps activities and projects were, in many respects, congruent. The two agencies shared the need to publicize new developments in staff development. The state office's interest in a state system was paralleled by Western's experience with a state network. A reduction in available funds in the summer of 1981 caused SPI to cancel its plans for a fall conference on staff development and the implementation of a state-wide system. Since the Western Teacher Corps was obligated to disseminate its proven practices, staff negotiated with the federal office of Teacher Corps for a small additional grant to make possible five drive-in conferences. The State Education Agency and Western agreed to collaborate in the organization and conduct of the conferences.

II. Planning for the Conferences

Assumptions

Assumption 1: Staff Development is essential.

The decision to sponsor a series of drive-in conferences on staff development was based on certain assumptions. The first of these was that staff development has become a process of great importance to the welfare and future of public schools.

From the end of World War II until about 1973, children in ever-increasing numbers were entering schools each year. At the same time, teachers were typically leaving the profession after about three years. The result was that a large number of new teachers were needed annually. Teacher education faculty at Schools of Education could feel that by training new teachers they were having a significant impact on the quality of schooling. That situation has not been true for some years.

State agencies carry out their mission, assuring the public that teachers meet minimum standards of quality through certification. The emphasis has been on standards for programs for new teachers. If education faculty or SEAs are to have a significant impact on the quality of schools, clearly they must also work with the teachers who are now in charge of classrooms.

The continuing education of teachers has been the subject of many position papers but few research studies. Research strategies probably do not apply. Staff development by definition deals with the specific problems of teachers and pupils in local settings. The idiosyncratic nature of the process rules out many research designs intended to identify generalizable conclusions.

A quick look at the literature of staff development, or inservice education, reveals that inservice is held in poor repute. Teachers complain that they have little to say about their own professional development; that programs are not relevant to the specific problems they face; and/or that there are no incentives for training. (College faculty and others who provide the training also have complaints--mainly about the lack of scholarship shown by teachers who participate in these after-hours programs and the lack of study resources at school sites.)

The SPI and Teacher Corps agree that quality inservice education is a primary way to improve schools.

Assumption 2: Collaboration is necessary.

A second assumption for holding these conferences was that staff development programs are enhanced through collaboration among the agencies involved. Therefore, a major feature of the program for the conferences would be presentations describing different and effective collaboration strategies which have been tested by staff development organizers. (Collaboration is the agreement by several different agencies with different agendas to act together for certain limited purposes.) In some cases collaboration included parity arrangements between teachers and school district officials concerning staff development.

Assumption 3: Drive-in conferences are useful for dissemination.

A third assumption was that drive-in conferences would be an effective device for dissemination. One reason for this assumption was that busy people could arrange their schedules to devote most of one day to this important topic, but might have more difficulty arranging for travel and attendance at a central, but more distant location. Another reason for this assumption was that costs for limited travel and perhaps a single meal in five locations would be substantially less than for a longer conference involving more travel for participants. Most important, the smaller conference offered the opportunity for meaningful discussion among participants from the same region who shared concerns which might be regional in nature.

In summary, the assumptions were:

- Staff development is a major priority.
- Collaboration in staff development activities characterizes all, or most, of the effective programs.
- Small, drive-in conferences are a useful strategy for encouraging adaptations of demonstration models--either of staff development projects or of networking.

Specific Goals

There were two clusters of goals. One cluster addressed the desire of both agencies, Teacher Corps and the State Education Agency, to promote and reinforce the effective staff development programs which were underway. Some of these effective programs were federally funded--Teacher Corps and Teacher Centers. Some were partly funded by certificate fees which the Educational Service Districts use for inservice education of teachers. Some were funded by participating school districts. Collaboration among participating agencies seemed to be a universal characteristic of all these effective programs.

In addition, the Teacher Corps project at Western wanted to promote the role of schools and colleges of education in staff development. This was a major goal of the university faculty involved in Teacher Corps and a secondary role for the local education agency partner in the project, Arlington School District.

The Teacher Corps staff believed that most staff development programs in the state have no formal involvement of a school/college of education, although individual faculty do perform consulting services.

The goals of this first cluster were:

1. To reinforce existing and efficient staff development programs.
2. To extend collaborative staff development models to other schools and universities. The Teacher Corps project at Western proposed to extend the Arlington model to other schools in Western's service area.
3. To encourage universities to strengthen their programs for the continuing education of teachers and other school personnel.
4. To persuade local school districts to apply for and use the Education Consolidation and Improvement Act funds (State Block Grants) for staff development.

These specific goals were most important to the Teacher Corps project.

The second cluster of goals had to do with OPI's role in coordination of staff development. These goals grew out of the studies conducted in years immediately preceding the conferences.

1. To receive suggestions and comments from selected individuals in the state about a proposed system for statewide coordination.
2. To inform schools and colleges and gain acceptance for the findings of the state study of inservice education--including the operational definitions of staff development and coordination.
3. To identify members of a statewide system of staff development cooperatives.

Conference Program Format

In the spring of 1981 it was agreed that SPI and Western Washington University/Arlington Teacher Corps should co-sponsor five drive-in conferences. An ad hoc advisory committee was formed to assist in planning the agenda and programs for the conferences. The planning committee included representatives from a regional educational service district (ESD); teacher education institutions; teachers centers; the state principals' association; a state teachers' association; a state business organization; the state professional education advisory committee; and the other federally-funded Teacher Corps project (Washington State University) in the state.

The state was divided into five geographic regions. Representatives from every school district (300); all colleges/universities (15) having professional education components; all regional service agencies (ESDs) (9); all Teacher Centers (3) and Teacher Corps (2) projects; existing staff development co-ops and selected professional organizations (teachers, principals, school directors, etc.) were invited to attend a conference in one of the regions.

The major portion of the conference expenses was borne by the Western Teacher Corps project. This was supplemented by a state grant from the National Council of States on Inservice Education (NCSIE). Planning activities were divided between SPI and the Teacher Corps project. The SPI was responsible for conference publicity, preparation of invitations/announcements, arranging for program panelists, and analysis/summary of the conference evaluation and follow-up data. The Western project assumed the tasks of on-site conference logistics (room locations, meals, etc.); preparation of registration packets and all printed materials; and advance and on-site registration.

Conference Program

In order to achieve the specific goals, each regional conference program included the following (see typical program, Appendix A):

- a report about a year-long study by SPI concerning coordination of staff development in Washington
- a discussion about the proposed development of local staff development compacts and a state-wide Compact Council
- several examples of strategies being used to increase coordination/collaboration
- a discussion of participant involvement in future compacts
- an explanation of how federal block grant monies could be used to support staff development

At each conference SPI staff discussed the proposed State System for Coordination of Staff Development. Panelists presented information about a variety of local and regional staff development cooperative arrangements (Appendix C). A person familiar with the federal Education Consolidation and Improvement Act of 1981 (ECIA), Chapter II, described its relevance and use for staff development.

To demonstrate the importance of the proposed state system, the State Superintendent was personally present at two of the five conferences. Participants were informed that the ECIA consolidates 42 previously discrete programs into a single authorization. The ECIA provides schools with considerable discretion over how district allocations are used within allowable purposes. There are three sub-chapters pertaining to local schools: (A) Basic Skills; (B) Improvement of Support Services; and (C) Special Projects. Each of the sub-chapters allows for training, inservice, and/or staff development. Attendees at the regional conferences were encouraged to consider using some of their block grant monies for staff development-related programming in 1982-83, such as supporting local compacts or co-ops.

III. Conference Outcomes

From the State Agency Perspective

A one-page questionnaire was distributed at each conference. A third party documentor was contracted to evaluate the first (Everett) drive-in conference. The documentor critiqued the SEA presentations, the organization of the two panels, the discussion of the ECIA block grant monies, as well as the overall organization and management of the conference. Based on these data, modifications were made in the design of the remaining four conferences.

Some of the overall highlights were:

1. 93% of the respondents felt the conferences were professionally relevant to them and their districts
2. 98% of the respondents planned to share information about compacts/coordination with others in their districts
3. 79% indicated that they were interested in participating in a compact for staff development.

A major SPI goal for the regional conferences was to present the State Staff Development Coordination System (Appendix B). Evaluation results revealed that the majority of attendees were interested in participating in compacts or co-ops for staff development.

As a result of the formal presentations and exchanges, which occurred at the regional meetings, SPI received more precise information concerning the opinions of state educators about the proposed system. Educators were most concerned about the structure and membership of the proposed State Council.

The concerns regarding the proposed state council are summarized in the following suggestions which emerged from the conferences:

1. All 9 ESDs should have opportunity to be represented on the council.
2. All 15 colleges or universities should have opportunity to be represented on the council.
3. Any type of local or regional inservice co-op should have the opportunity to be represented on the council.
4. Council membership sould be geographically organized with representation by ESD regions.
5. Council membership must be voluntary.

6. The council should have some purpose or theme, in addition to staff development (such as improving student discipline, motivation, etc., and in line with the SPI Five-Year Plan).
7. ESDs should have a leadership role in coordinating compacts/co-ops in their region.
8. Colleges and universities should have a leadership role in coordinating compacts/co-ops in their region.
9. Council structure should be kept very informal in the beginning.
10. The council system should not disrupt or interfere with existing staff development efforts of LEAs, ESDs, Institutions of Higher Education (IHEs), and/or professional associations.
11. The council must not become another bureaucratic layer which fails to serve useful functions.

Three major recommendations concerning staff development compacts resulted from the regional meetings:

1. SPI should allow for a wide variety of models or types of compacts.
2. Local compacts should not be required to have formal, written agreements and/or bylaws.
3. Existing, informal co-ops should not be required to make extensive changes in order to become compacts.

In May 1982, SPI convened a statewide meeting of existing compacts, colleges and universities, ESDs, and selected professional associations to consider all of the suggestions and recommendations. According to the minutes of that meeting, "Most participants were cautious in their support of the Council. They preferred to withhold their endorsement until the purposes of such a Council were clarified." In order to achieve clarification of Council purposes, an ad hoc steering committee was established to consider objectives, structure, management, membership, and 1982-83 activities of the Council.

The makeup of the ad hoc committee exemplifies the importance of and the commitment to collaborative/cooperative planning. It consisted of representatives from the following types of organizations or agencies:

--public and private colleges and universities
--regional educational service agencies (ESDs)
--professional associations
--staff development co-ops/compacts
--SPI staff

As a result of the regional meetings and the May meeting, the Council was restructured. Instead of a body representing only staff development compacts or co-ops, it includes colleges and universities, the regional educational service districts, and eligible professional associations (Appendix E).

From the Teacher Corps Perspective

The three goals of the Western Teacher Corps project were:

1. to disseminate information about the Arlington model
2. to encourage both Western and other state universities to strengthen their programs for providing services to local schools
3. and to extend the staff development model at Arlington to include other local school districts.

The first of these goals was achieved to at least the extent of increasing awareness of the inservice model. Approximately 200 representatives of organizations involved in staff development attended the five conferences. A minimum of four different staff development models were presented at each meeting. The Western Teacher Corps model was presented at each conference both orally and in the form of a series of printed hand-outs.

Progress towards the second goal, to encourage schools and colleges of education to strengthen services to schools, was difficult to evaluate. Certainly, representatives from higher education heard reports of cooperatives involving university personnel. Many of the presentations were made by higher education faculty.

The thrust of the Western model for staff development was to provide services to meet the special requirements of local schools while still using the regular funding structure of state-supported universities. To some degree, the actual changes made by administrators and policy councils at Western to accommodate the inservice model were peculiar to Western. Schools or colleges of education should adapt their priorities in order to strengthen services to schools and it is possible for other universities to make accommodations similar to those made by Western. (For a brief description of the teacher designed inservice model at

Arlington, see Appendix D.) Institutional change is a long-term process. At best, the presentations at the conferences gave higher education participants information about a variety of methods for delivering services to schools and for strengthening their own programs to provide such services.

The third goal, to persuade schools to join in a Professional Development Center, was not achieved at the time of the conferences. Superintendents of some districts expressed interest but were not willing to make a commitment for staff development in the future because of the uncertain and troubling status of state funding for schools.

The conference planners assumed that school districts would be encouraged to commit funds from the State Block Grants to staff development. The Western Teacher Corps staff hoped this source of funds would lead to commitment for a Professional Development Center. Schools were reluctant to commit block grant funds at the time of the conference.

As presenters described their staff development models, a picture of effective local programs began to emerge--a significant, unanticipated outcome.

1. There was meaningful collaboration among several parties. The partners in these enterprises differ, but in each case some level of consensus was the basis for policy decisions.

2. Teachers played a significant role in designing the training programs. Most commonly, teachers had the major say in defining the needs for their own professional development. A number of models allowed teachers to specify the content and sometimes the actual consultants for the training. Nearly all plans provided for teacher evaluation of the services offered.

   This involvement of teachers in their own professional development was probably the most important change implemented in these new programs, when compared to the situation described in the literature before 1975.

3. Staff development coordinators provided a variety of modes for delivering services. Instead of relying upon traditional courses and brief workshops, organizers provided mini-courses, year long seminars, creative uses of media, teachers sharing with teachers, and action research on school problems.

4. The consultants who provided information and skills were selected because they were perceived as the best available source of help, regardless of their official roles. Thus, staff development coordinators used school administrators, college professors, specialists from business or industry, teachers outside the district, and teachers inside the district. Coordinators exchanged information about effective consultants, and the same consultants showed up at several cooperatives.

5. The focus for staff development concerned immediate problems of teachers and pupils in a particular school building or large department. This focus is in marked contrast to the typical remediation approach of past programs for the inservice education of teachers.

This "emerging model" of staff development was an unplanned and unforeseen outcome.

Just as there were similar characteristics among programs, there were also interesting differences among the models presented. These included:

1. The role of an Institution of Higher Education (IHE) varied from no formal involvement at all (in most cases) to a major role in all phases of the program. The two Teacher Corps projects (at Western Washington University and Washington State University) were both managed by IHE personnel. An important benefit to IHE's was the opportunity for the professional development of the faculty who participated. The benefits resulted from a collegial relationship with the teachers who were clients of the programs. College faculty learned that participation in school-based inservice education was also an opportunity for their own professional renewal. Changes in school-based services were accompanied by changes in the structure and services of the IHE's themselves.

2. The nature of incentives for teachers was important. When schools or colleges were involved, credit was an important incentive. In many instances, coordinators apparently assumed that professional satisfaction was a sufficient incentive. Many school districts allowed professional credit which counted towards salary increases to teachers who participated.

3. Staff development programs varied according to the sources of funds. Teacher Centers and Teacher Corps, of course, received federal money. In 1982-83, State Block Grant funds were available. Programs organized by Educational Service Districts were supported from fees paid by teachers for their certificates. This source is specified in state regulations. Many cooperatives were funded by local school districts and some were funded by tuition paid by individual teachers, usually where university credit was involved.

4. Programs varied according to the kind of community involvement. Teacher Corps projects were required to have an elected community council. The council advised in these projects as to the particular concerns of the community for staff development, including training of volunteer teacher aides. No other staff development projects had direct ties to the community.

5. The teachers organization's role varied among projects. In the Western Teacher Corps project, the Arlington organization shared equally with the school district, the community council, and the university on all policy decisions. The WEA itself organized and implemented a number of staff development programs. In the Teacher Centers, the teachers' organization provided leadership and support.

6. The bases for cooperation varied among the agencies forming different compacts. Small schools banded together to generate the resources which they could not provide as independent agencies. Sometimes the ESD provided the necessary coordination of small schools. One group of school districts and the WEA organized in order to facilitate multi-cultural education. Teacher Centers were ways of joining teachers and groups of teachers together for mutual education and support, including the creation of teacher materials. There were staff development compacts of school building principals.

As the coordinators of approximately twenty-one different staff development programs described their activities at the conferences, not only did a new model of inservice education emerge, but also it became apparent that local planning leads to a rich variety of structures and strategies.

IV. Reflections

By the State Staff

A major problem faced by individuals and agencies recommending "coordination," "collaboration," "staff development," or "inservice" training is the definitional one. Connotations associated with the terms are many and varied. Each person vests the words with his or her experience and interpretation, or he or she may be totally confused because the terms have been defined and redefined so often.

It is, therefore, vital that those proposing or initiating coordination and collaboration--whether at a local or state level--make clear their definition and intentions (i.e., What are benefits and outcomes to be achieved from collaboration and coordination that would not come about otherwise?). It is also imperative that those who agree to collaborate and coordinate understand the dimensions of that collaboration and coordination, such as:

- What specifically is to be shared?
- Will each agency or person contribute equally?
- Will parity exist among those involved?
- Should a formal governance structure exist or will a collegial, informal-consensual framework be all that is required?
- Is the arrangement to be voluntary or mandatory?
- Which, if any, agency or individual, will ultimately be responsible and accountable for outcomes?

The state agency (SPI) in Washington has had a history of encouraging collaboration among agencies in preservice preparation. In recent years, some initiatives have been taken by SPI to encourage similar coordinated and collaborative planning for staff development. However, it became apparent during the coordination study that local districts and ESDs would not view positively, nor perhaps participate in a mandatory state system of coordination and collaboration in matters related to staff development. These findings were important to SPI and influence the approach taken in developing a statewide council and communication and coordination system for staff development.

Regardless of the state agency's intent, it is assumed that the state agency is seeking control. Therefore, a first priority for

SPI has been to convince potential participants that this is not true and secure the trust and confidence of districts, ESDs, colleges and universities, and professional organizations vital to formation of a statewide system which will facilitate coordination in staff development. An important element in this trust-building process will be evidence that SPI has heard and responded positively to the concerns, suggestions, and recommendations of such agencies as it revises the statewide system for coordination. In addition, it is important that SPI provide a model for collaboration and coordination as it proceeds.

By Teacher Corps Staff

Collaboration is not an unmixed blessing.

Collaboration is not an unmixed blessing for staff development cooperatives. Collaboration tends to involve representatives of organizations, rather than individuals acting on their own. The process is slower than decision-making by a single dominant person or group because representatives tend to caucus with their organizations before making serious decisions.

Collaborators do not share each other's complete list of concerns, only those concerns necessary to actually implement a staff development program. Inevitably, opposing points of view come to the surface with accompanying suspicions or even confrontation.

Collaboration may be essential for policy purposes; it may be entirely inappropriate for management purposes. Not everything can be carried out well by a collaborative process.

Collaboration takes longer and often exposes hostilities, but decisions seem to survive longer than those made by a single agency.

Staff development has been reformed!

Staff development as revealed in the five conferences is truly a reform of the inservice education practices described in the literature before 1975. Most important is the success of client-centered strategies--needs assessment by teachers, specifications for training written by teachers, evaluation by teachers of the services received.

Quality of training a serious concern.

The quality of training is probably the major concern, at least the concern of IHE faculty and school administrators. The topics selected for study are often superficial or even inconsequential. Teachers have limited time and capacity for serious problem-solving after school hours. Consultants are not always involved in the follow-up of their training. These deficiencies in staff development programs may be due to the relative inexperience teachers and other staff have had with the new kind of staff development. It is possible that teachers need time to develop sufficient trust of their supervisors and of outside consultants to ask for help on really serious teaching and learning problems. A collegial relationship between trainers and trainees may be difficult for some to accomplish in a year or two.

Federal intervention has been a success.

Today's staff development programs owe much to federal intervention. Funds for Teacher Corps projects, Teacher Centers, and for parts of many other federally aided education programs made possible rapid growth of new concepts about staff development. The federal intervention of the '70s and '80s seems to have overcome the glacial rate of progress of desirable educational change described in the '50s: "It takes at least 25 years for as many as 25% of an educational target audience to become aware of an educational innovation which most experts advocate."

Further R. and D. depends on guile.

Now that federal funds for staff development programs have been reduced, staff development personnel will have to resort to guile and cunning to find the resources for continuing the improvement of these programs. It appears, for example, that the funds for LEAs from the State Block Grants may be legally and effectively spent on staff development in programs similar to those reported in the five conferences.

No pay-off to IHE faculty.

The role of IHEs in staff development is unclear. If the mission of schools or colleges of education is to improve instruction in the schools, then certainly staff development should be a major function of the education faculty. There are few incentives, however, for faculty to allot their time to this activity. Publicly supported institutions in Washington State are not encouraged to become involved

in school improvement--only courses and credits leading to degrees and certificates are supposed to be offered in the field if supported by state funds. Although staff development is probably the most cost-effective way for teacher trainers to influence the quality of schools, this activity is not encouraged on the grounds of economy!

The university's reward structure tends to penalize faculty who put a large amount of time and energy into field-based instruction. The faculty member who is involved in staff development has less time for writing or committee work on campus. Most tenure and merit guidelines treat this very important service as of relatively less value than other faculty services. Faculty who provide staff development services as an extra time activity are paid an insulting fee, often less than the rate defined as poverty income level.

Future of the IHE involvement is gloomy.

If IHEs are to be full partners in staff development, then major changes in the role of education faculty will have to be defined by university deans and boards, by state committees who advise the state legislature on higher education, and by university education faculty themselves. All this seems unlikely. In the near future, most staff development will depend on the creativity of individuals in school districts and on a few others in state offices, professional associations, and, perhaps, universities.

V. Lessons to be Learned

There are a variety of "lessons to be learned" as a result of this cooperative dissemination project; the major lessons center around collaboration, coordination, and organizational change.

Collaboration

1. SPI must establish systems and/or processes whereby they regularly collaborate with all agencies and organizations they serve: school districts, regional service agencies, colleges and universities, and professional associations.
2. Collaboration should not be seen as occurring only for a one-time, single-focus issue, topic, or event; it must be continuing, regular, and systematic.
3. SPI should sponsor or stimulate collaboration among local agencies. This will result in better use of limited resources.

Coordination

The theoretical component of the SPI Coordination Model is taken largely from David Whetten's work in inter-organizational relations. Whetten describes three major types or degrees of coordination:

1. Mutual adjustment: Participating agencies engage in informal, ad hoc arrangements. Responsibilities and roles are often unwritten and few resources are committed. Example: Informal Committee.
2. Alliance: Participating agencies engage in more formal, organized arrangements or activities. Responsibilities and roles are usually written and some resources are committed. Example: Coordinating Council.
3. Corporate: Participating agencies establish very formal, structured partnerships. Responsibilities are clearly delineated in written procedures and manuals. Example: Corporation.

The system originally proposed by the Coordination Study used the alliance structure: Staff Development Compacts with a Staff Development Compact Council, placed within an existing institution, the State Education Agency.

Furthermore, Whetten identifies five conditions for the establishment of a system of voluntary coordination:

1. Positive attitude toward coordination.
2. Recognizing a need for coordination--including recognition of partial interdependence, such as sharing the same client pool.
3. Knowledge of potential partners. This is gained through informal staff contacts, inter-organizational meetings within a geographic area, or formal inter-organizational communications.
4. Assessment of compatibility and desirability including assessment of costs.
5. Capacity for maintaining coordination linkage, or adequate resources and structures.

Conditions 1-4 are perceptual assessments. Condition 5 is a resource and adequacy assessment. Whetten notes that "Both are necessary and neither is sufficient for the initiation and maintenance of a voluntary coordination linkage."

Beginning in 1981-82, SPI staff assumed that all (or at least most) of these five conditions existed or that they would be reinforced after the five regional meetings. This was not the situation. After the regional meetings and an initial general meeting of prospective council members, it became clear that:

1. While there was a positive attitude toward local coordination (i.e., compacts), there was still considerable skepticism about statewide or state-level coordination (i.e., council).
2. All parties did not fully recognize or feel a strong need for state-level coordination.
3. The level or degree of partner knowledge was high at the compact level but low at the council level. Since the council was to include the entire state, many potential council members had never met face-to-face during the pre-council period.
4. Compatibility and desirability become concerns when discussing the State Council. Since nearly 40 local compacts had already formed, these were viewed as desirable and generally compatible with local needs.
5. Capacity for maintaining linkages: SPI proposed to assume the primary responsibility, the resources, and staffing for the council itself. There would be no direct charge for organizations to join and attend council meetings.

Support for local staff development compacts would be the responsibility of participating local agencies.

Coordination and Change

As discussed above, the state department of education's proposed system could be described as an "alliance structure." However, since four of the five conditions were probably not met by the proposed council structure, it became clear that the system needed alteration. As described previously, staff and an ad hoc committee collaboratively proceeded to modify the State Council structure so that it would satisfy the conditions assumed necessary for coordination. The revised system is described in Appendix E.

VI. In Summary

Conferences achieved most goals.

The conferences achieved most but not all the goals set by their sponsors. A number of important educators in the state increased their knowledge about client-centered staff development and the potential of a state coordinated system of cooperative projects. These selected individuals explored the possibilities of using the funds in State Block Grants for extending local staff development projects.

Uncertainty of state funds is major obstacle.

School administrators and others met at a time when they and nearly everyone else were absorbed by the threats to reduce state funding for schools. This condition no doubt explains in part why schools and colleges were reluctant to make firm commitments for staff development programs.

From the point of view of the Western Teacher Corps, the conferences were a success in disseminating the teacher-designed inservice education developed and tested at Arlington. The conferences did not result in the immediate formation of the Professional Development Center but some variations seem likely.

Future programs will carry on.

Costs were minimal. Local participation at each site was gratifying. Staff development organizers appear determined to proceed with or without adequate state funding.

Emerging model for Staff Development.

A positive and unanticipated outcome was an emerging model for staff development; one that is marked by collaborative decision-making; teachers having a major voice in the design of their own professional development; training supplied through a wide variety of delivery systems; a focus upon the immediate and critical problems of teachers and students in a specific local educational unit; and the selection of both local and outside consultants as colleagues in the school improvement process.

Western Washington University
Superintendent of Public Instruction

APPENDIX A

REGIONAL DRIVE-IN CONFERENCE ON STAFF DEVELOPMENT

Red Lion Motor Inn, Pasco, WA
April 16, 1982

9:30	Welcome: Dr. Monica Schmidt, Assistant Superintendent for Instructional and Professional Services, Office of State Superintendent of Public Instruction, State of Washington
9:45 - 10:15	Recommendations for Statewide Coordination of Staff Development Lillian Cady, Director, Professional Education (SPI) Alf Langland, Associate for Professional Education (SPI)
10:15 - 10:30	Questions and Answers
10:30 - 11:30	Panel: Local Strategies for dealing with (1) Collaboration, (2) Needs Assessment, (3) Alternative delivery systems, (4) Assurances of quality. Participants: Larry Wald, CWU, Cooperative Washington Education Ctr. Tom Ruff, WSU, WSU/Pasco Teacher Corps; Ray Reynolds, Vice-Principal of Pasco High School, Writing Across the Curriculum; Nancy Lomas, ESD 123, and Roy Duncan, Pasco School District Superintendent, "Project Leadership."
11:30 - 12:00	Questions and Answers
12:00 - 1:15	LUNCH (Hosted by WWU Teacher Corps)
1:15 - 2:00	The State Block Program: What's In It for Local Districts, Nancy Lomas, ESD 123, Grants Management Consultant
2:00 - 2:15	Questions and Answers
2:15 - 3:00	Panel: Local Strategies for dealing with (1) Quality Control, (2) Incentives, (3) General Management and financing. Participants: Herb Hite, WWU, WWU/Arlington Teacher Corps Project; Bob Pickles, WEA, WEA Approach to Staff Development; Kathy Hardison, ESD 105, ESD Course Development Plan; Gerry Maring, WSU, WSU Staff Development for Small and Rural Schools.
3:00 - 3:15	Questions and Answers
3:15 - 3:30	Summary and Concluding Remarks - Lillian Cady, SPI Herb Hite, Teacher Corps

Western Washington University Teacher Corps Project will reimburse travel and will pay for lunch.

APPENDIX B

ABSTRACT: THE WASHINGTON STATE SYSTEM FOR COORDINATION OF STAFF DEVELOPMENT

At the present time, educational needs are increasingly complex and changing while the resources to address these needs become increasingly limited. Staff Development in particular is becoming more important as declining enrollments, technological advances, and societal expectations force educators to assume new responsibilities. Local school districts, other agencies and institutions involved in education must assume responsibility for the development of their staff; however, they are often unable to meet those staff development needs alone.

The Superintendent of Public Instruction proposes coordination of staff development programs and resources as a strategy for more effective use of limited resources and a way to meet the job-related and assignment-based needs of educators.

The Washington State System for Coordination of Staff Development is an attempt to improve the educational experience of students by addressing the staff development needs of educators.

The Washington State System for Coordination of Staff Development is designed to:

a) facilitate the sharing of limited staff development resources,

b) establish a statewide communication and information channel,

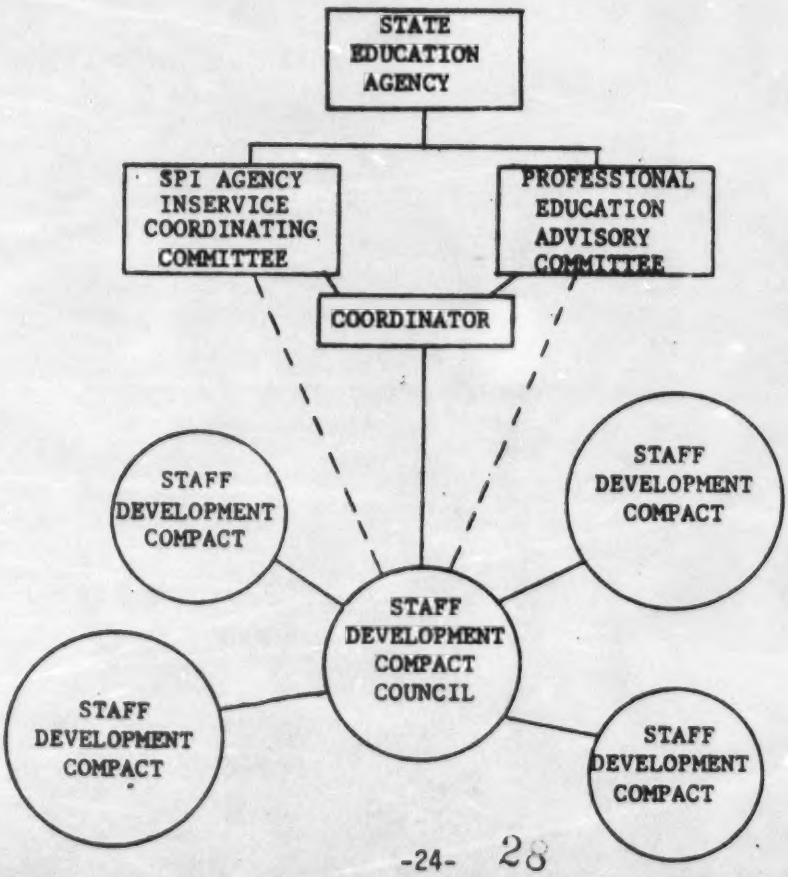
c) link providers and users of staff development in program planning,

d) provide training for those responsible for staff development,

e) improve the quality of specific components of staff development (needs assessments, evaluation, implementation), and

f) systematically gather information for use in statewide planning, policy making, goal identification, and priority setting.

The Washington State System for Coordination of Staff Development is a voluntary communication and support system. It consists of local level collaborative units -- Staff Development Compacts -- linked to each other by a formal communication channel -- the Staff Development Compact Council -- and to the State Education Agency committees responsible for staff development -- the Professional Education Advisory Committee and the SPI Agency Inservice Coordinating Committee. This voluntary system will be coordinated by SPI. It may be diagrammed as follows:



A Staff Development Compact is defined as a voluntary, local level commitment between two or more agencies/institutions to identify one or more staff development need(s), coordinate staff development activities relevant thereto, and work to address staff development needs of one or more of the compact members over a period of time.

The Staff Development Compact Council consists of representatives from the Staff Development Compacts. The Staff Development Compact Council links the Staff Development Compacts within a network structure, providing a formal communication channel and specific support and training activities.

The Professional Education Advisory Committee provides a state level, interagency advisory dimension to the system.

The SPI Agency Inservice Coordinating Committee provides internal coordination of SPI-originated staff development activities for the system.

The Staff Development Coordinator serves as staff to the Staff Development Compact Council and liaison to the Professional Education Advisory Committee and the SPI Agency Inservice Coordinating Committee.

The Washington State System for Coordination of Staff Development should provide a means to improve coordination of staff development programs and resources facilitating more effective staff development across the state.

Quality staff development programs for educators will ultimately enhance the educational experiences of all students in the State of Washington.

TABLE OF CONFERENCE PANELISTS

NAME OF COMPACT OR CO-OP	MEMBER AGENCIES/ ORGANIZATIONS	PURPOSES	FUNDING
Cooperative for Multi-Cultural Education	Seattle University Federal Way S.D. & Ed. Assn. WEA Renton S.D. & Ed. Assn. Highline S.D. & Ed. Assn.	Agencies are committed to taking proactive steps to anticipated school problems associated with population changes in schools in South King County. Consortium identifies inservice and curriculum needs in this context.	Local funds
ESD 114 Cooperative	Selected districts in ESD 114		
Arlington/Western Washington University Professional Development Center	Arlington School Dist./ WWU School of Education	To continue a collaborative process for helping teachers resolve significant school problems.	
WEA/IPD	WEA and local school districts and local education associations	The "cooperative" assists local districts and local associations to develop inservice programs based on needs assessments; appropriate delivery systems; and evaluation designs.	WEA, local districts and associations
Informal Staff Development/ Sharing and Planning Model	Shoreline School District		
Palouse Teacher Center	12 school districts and associations in Whitman County and WSU on Policy Board	Student and teacher needs are identified; inservice programs are designed or located; programs are planned, implemented and evaluated.	1978-81 Federal funds 1981-present, local funding.

NAME OF COMPACT OR CO-OP	MEMBER AGENCIES/ ORGANIZATIONS	PURPOSES	FUNDING
Spokane Teacher Center	Policy Board of Spokane S.D., & Ed. Assn. 5 area colleges/ universities, private schools	Student and teacher needs are identified; inservice programs are designed or located; programs are planned, implemented and evaluated.	1978-82, Federal funds 1982-present, local funding
Cooperative Washington Education Centers	Central Washington University		
Writing Across the Curriculum	Washington State University and Pasco School District		
ESD 105 Course Development Plan	ESD Curriculum Council	A process for inservice course development is presented consisting of assessment of district and teacher needs; a synthesis of such needs that can be met by college/ university course(s); preparation of course outlines to selected colleges/universities.	Local districts & ESD 105
Staff Development for Small and Rural Schools	ESD 101, WSU, Kettle Falls, Hunters, Washtucna, Sprague, and Northport	Consultants from WSU and ESD 101 confer with teachers and administrators in school districts; a formal needs assessment is administered (with emphasis on reading and social studies); and an individualized staff development plan is designed.	WSU, ESD 101, and local districts
IDEA Principal's Inservice Progam	Seattle University and Seattle S.D.	This program provides training program(s) for selected Seattle School principals; emphasis is on school improvement model.	Kettering Foundation Grant, 1981-83

NAME OF COMPACT OR CO-OP	MEMBER AGENCIES/ ORGANIZATIONS	PURPOSES	FUNDING
Puget Sound Teaching/Learning Center	6 school districts: Tacoma, Federal Way, Clover Park, University Place, Steilacoom, Bethel and University of Puget Sound	Goals are to provide differentiated training experiences for teachers by programs that place teachers in active roles; allow teachers to choose objectives and activities; provide teacher sharing and include new methods of curriculum development.	Participant fees and occasional small grants
AWSP/WASA Practitioners' Workshop	Association of Washington School Principals, Washington Association of School Administrators	District management teams apply and are selected for Administrative Team Workshops. Teams are matched with outside resource person to engage in problem solving.	AWSP/WASA cover costs of resource persons. Local districts cover costs of their teams.
Lincoln County Co-op for Gifted Children	5 school districts in Lincoln County.		
SPHERE (Spokane Higher Education Regional Enrichment)	Eastern Washington University, Ft. Wright College, Gonzaga Univ., Whitworth College, Washington State Univ., Spokane Community Col., Spokane Falls Community College	SPHERE is an educational resource brokering agent for seven Spokane Area higher education institutions. Services include: course/ degree information; skills testing, financial aid; info; career and academic counseling and job search assistance.	Kellogg Foundation
Olympia Area Inservice Co-op	Olympia S.D., North Thurston S.D., Tumwater S.D., Yelm S.D., Centralia S.D.		
ESD 113 Staff Development	45 school districts and ESD 113	District level inservice needs are met through three regions and ESD-wide communication and coordination structure.	Each school district is assessed $150 for membership

NAME OF COMPACT OR CO-OP	MEMBER AGENCIES/ ORGANIZATIONS	PURPOSES	FUNDING
Project Leadership	Washington Association of School Administrators	To aid school administrators in the identification of their high priority goals and then to provide learning experiences for both the individual administrator and others in the district toward the attainment of these goals. Participants attend Project workshops; participate in follow-up satellites and complete activity plans.	Individual or district registration fees.
Center for Research and Professional Development	Gonzaga University and contracted school districts	The Center's goal is to provide research and professional development services to area businesses and agencies (including school districts) that are designed to meet needs of clients.	Contracts entered into between Gonzaga and local districts and agencies.
SPU/Longview Graduate Field Study Site	Longview School District and Seattle Pacific University	This program consists of three components: (1) training and orientation of new staff; (2) courses planned to meet district identified needs; and (3) the availability of a master's degree program in Longview.	Tuition and district budget.

APPENDIX D

WESTERN WASHINGTON UNIVERSITY

Bellingham, Washington 98225 • [206] 676-3000

TEACHER DESIGNED INSERVICE EDUCATION AT ARLINGTON

Western Washington University and Arlington Schools have worked together for three years on a unique staff development program. The program was possible through a Teacher Corps grant. The major characteristics of the plan are:

1. Policy Board makes policy decisions. The board consists of four people--the superintendent, the AEA president, the community council president and the Dean of Education at WWU. The director and co-director of the Teacher Corps project carry out the board's decisions.

2. The Policy Board appoints a Building Advisory Committee in each building. The AEA president nominates teachers; the community council president nominates citizens; each BAC reports to the Building principal.

3. The BAC's organize the inservice program. The committees identify staff needs; specify the kinds of service to be delivered, and recommend consultants. Each BAC has a budget provided by Teacher Corps.

4. Each BAC is supported locally by the coordinator for inservice education. At the university, a program coordinator administers the arrangements with professors and various departments of WWU. Each spends about half time on this coordination.

5. Consultant services are funded by honoraria provided by Teacher Corps to the BAC's, or are made possible by enrollments in Educ. 594--Practice in Action Research. Services consist of mini-courses, individual projects, three-credit courses, or non-credit professional development activities. The nature of service is tailored to the requests made by BAC's. The school district pays for tuitions--three graduate credits in approved Educ. 594 projects. Each professional development activity is signed off by representatives of the building principal, the AEA and WWU.

6. Two or three faculty from WWU carry out internships during each academic year. Each faculty intern visits the school throughout the year, working with teachers who share his/her special interests, visiting classes and teachers individually and planning a course to meet a defined need of teachers. The faculty intern offers the course usually in the spring. The faculty internship is an important part of the inservice program.

7. WWU Faculty (other than faculty interns) perform two kinds of services:
   (1) The faculty member may be a specialist in a specific content area. Usually the faculty member plans with the prospective class members or their representative and presents a 10-contact hour mini-course, for a fee of $250.
   (2) The faculty member may be the instructor of record for 594 j,k,m. In this role the faculty member is the instructional manager and is responsible for directing teachers in the application of the mini-course information in their classrooms.

8. Citizen involvement--Members of the Advisory Council on Education (the community council) represent the community on the Policy Board and on each Building Advisory Committee. Some community members also take part in professional development activities.

9. The School of Education's goal is to establish a continuing Professional Development Center.

The Teacher Corps staff plan to extend the Arlington model to include several neighboring school districts. The same model may be adapted at other sites in WWU's service area.

APPENDIX E

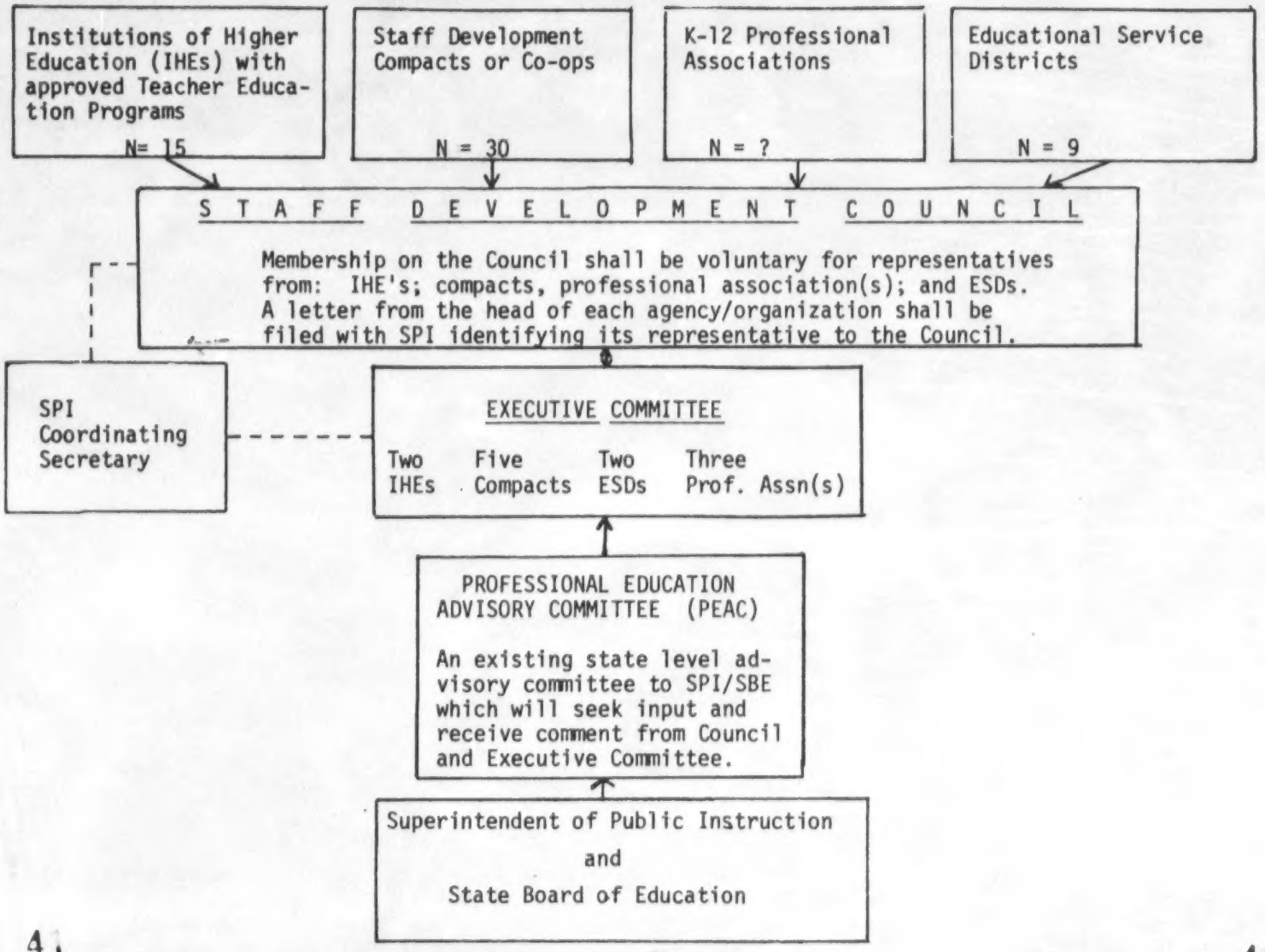
STATE SYSTEM FOR COORDINATION OF STAFF DEVELOPMENT

DEFINITION: The State System for Coordination of Staff Development is a voluntary communication and support system. It consists of four types of member organizations: colleges/universities; staff development compacts/ cooperatives; K-12 professional associations and educational service districts. These four agencies are linked to each other by a formal communication channel: The Staff Development Council, an executive committee, the Professional Education Advisory Committee, the Superintendent of Public Instruction (SPI), and the State Board of Education (SBE). Staff from SPI will coordinate this voluntary system. (See diagram of state system on the next page).

MISSION STATEMENT: The State System for Coordination of Staff Development intends to improve the educational experiences of students by addressing the staff development needs of educators. The State System will:

- improve coordination, cooperation and communication
- encourage cost effectiveness and efficiency in use of resources
- identify staff development objectives which are of mutual interest
- link providers of staff development with major users

Coordination shall not mean control of any of the staff development programs, activities and/or priorities of member agencies.


Institutions of Higher Education (IHEs) with approved Teacher Education Programs
N= 15
Staff Development Compacts or Co-ops
N = 30
K-12 Professional Associations
N = ?
Educational Service Districts
N = 9
STAFF DEVELOPMENT COUNCIL
Membership on the Council shall be voluntary for representatives from: IHE's; compacts, professional association(s); and ESDs. A letter from the head of each agency/organization shall be filed with SPI identifying its representative to the Council.
SPI Coordinating Secretary
EXECUTIVE COMMITTEE
Two IHEs
Five Compacts
Two ESDs
Three Prof. Assn(s)
PROFESSIONAL EDUCATION ADVISORY COMMITTEE (PEAC)
An existing state level advisory committee to SPI/SBE which will seek input and receive comment from Council and Executive Committee.
Superintendent of Public Instruction
and
State Board of Education

PURPOSES OF STATE COORDINATION SYSTEM: The State System for Coordination of Staff Development is designed to:

(1) acknowledge the importance of staff development

(2) improve conditions for staff development programming

(3) recognize and support organized and outstanding staff development activities

(4) implement a statewide structure for staff development communication and cooperation

(5) provide a vehicle for sharing staff development information and strategies

(6) secure systematic advisory assistance regarding staff development policy, directions and programs

(7) implement a state clearinghouse of staff development information and disseminate such information to members

(8) train leaders of staff development

(9) organize and sponsor conferences and workshops on staff development

(10) seek additional new resources for staff development

(11) improve instructional and curricular strategies and programs used in K-12 schools

*(12) provide technical assistance to member agencies, especially existing and potential compacts

(13) promote and encourage standards of professionalism and excellence in staff development

*A Staff Development Compact or Cooperative is a voluntary, local level commitment between two or more agencies/institutions to identify staff development need(s), coordinate staff development activities relevant thereto, and work to address staff development needs of one or more of the compact/cooperative members over a period of time.

Guidelines for Selection of Executive Committee Members

12 Members should be elected by Council Members; four membership groups shall caucus by role, as follows:

(1) IHEs (2)

Should include at least one public and one private IHE as well as represent eastern and western Washington.

(2) Staff Development Compacts/Co-ops (5)

Should include compacts which fairly represent all geographic regions of the state.

(3) ESDs (2)

Should include eastern as well as western Washington.

(4) Professional Associations (3)

Associations should represent role-like associations:

a. Certificated employee associations (i.e. WEA, WSFT, etc.)

b. Curriculum/Supervision associations (WSACD, curriculum groups)

c. Management associations (i.e. AWSP, WASA, etc.)